

An Inventory of Government-Funded Early Childhood Development and Education Programs in Idaho

Prepared for the:

**Idaho Senate Education Committee
Idaho House Education Committee**

Prepared by:

**Idaho Legislative Services Office
Budget & Policy Analysis**

January 12, 2009



Legislative Services Office Idaho State Legislature

Serving Idaho's Citizen Legislature

Jeff Youtz
Director

January 12, 2009

Honorable Senator John Goedde
Chairman, Senate Education Committee
Idaho Legislature

Honorable Representative Bob Nonini
Chairman, House Education Committee
Idaho Legislature

Dear Senator Goedde and Representative Nonini,

We have completed the research assistance you requested for an inventory of government-funded early childhood development and education programs in Idaho. This research also included selected comparison states and a review of federal funding opportunities.

We identified 22 programs that were operated in Idaho during fiscal year 2008. The budgets/expenditures of these programs were nearly \$95 million with three-fourths being federal dollars and one-fourth state of Idaho General Funds. Additionally, nearly all (94%) of these expenditures were directed to low-income children and families, children with developmental disabilities, or children at-risk of failing to meet academic standards.

Throughout our efforts, we received the full cooperation of all the agencies, organizations, and individuals we contacted. I was the lead researcher on this project and received technical help from Mr. Joe Austin, Ms. Margaret Major, and other Budget & Policy Analysis staff.

Sincerely,

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Association of Idaho Cities

Boise State University

Center for Business and Economic Research

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College of Southern Idaho, Education Department

Head Start, Region 10, Seattle

Idaho Association for the Education of Young Children

Idaho Department of Health Welfare

Idaho Child Care Program

Infant Toddler Program

Early Childhood Coordinating Council

Medicaid Division

Idaho Head Start Association

Idaho Kids Count

Idaho Public Television

Idaho School for the Deaf and the Blind

Idaho State University, College of Education, Early Childhood Studies

Idaho Superintendent of Public Instruction

Idaho Voices for Children

Lewis-Clark State College

National Child Care Information and Technical Assistance Center

North Idaho College

University of Idaho

Center on Disabilities and Human Development

School of Family and Consumer Sciences, Early Childhood
Development and Education

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Summary

This inventory of Idaho's early childhood development and education programs and services was conducted during the 2008 interim at the request of the chairmen of the Idaho Legislature's Senate and House Education Committees. The chairmen were interested in what early childhood development and education programs are conducted in Idaho with government funding, the funding sources, and numbers of individuals served. The chairmen were also interested in similar information from other states and Idaho's use of federal funding.

Idaho Programs and Services

- We identified 22 programs that offer services to young children and parents, efforts to improve those services, and/or resources for parents and teachers. Two Idaho state agencies, the Department of Education and the Department of Health and Welfare, administer over one-half of those programs.*
- We determined the budgets/expenditures for the 22 programs were nearly \$95 million during fiscal year 2008. Of those monies, 75% was federal and 25% was state of Idaho General Funds.*
- Over 94% of all expenditures were directed to low-income children, children with disabilities, academically at risk children, or efforts to improve the delivery of services to these populations. We did not identify state of Idaho dollars directed to non-special needs pre-Kindergarten students in public schools. This is consistent with informal guidance from the Idaho Attorney General's Office regarding the use of state funds for public school students under the age of five.*
- Of the expenditures identified during fiscal year 2008, the federal Head Start and Early Head Start programs in Idaho accounted for \$34.42 million, or 36%. The Idaho Head Start Association reports that during the 2006-2007 school year, 4,727 children received their services.*
- We received information from Idaho cities indicating early childhood education services were most often offered by city libraries and consisted of early literacy reading sessions and other learning activities. Those services operated with limited budgets consisting of multiple funding sources, but were able to serve a relatively high number of children.*
- The University of Idaho, Boise State University, Idaho State University, Lewis-Clark State College, College of Southern Idaho, and North Idaho College each offer an early childhood education teaching certificate or a "blended" early childhood and early childhood special education teaching certificate. The universities and colleges reported that on average, 380 students were enrolled in these programs during the 2007/2008 school year. We calculated that the state of Idaho investment of General Funds for those students was \$1.93 million.*

Other States

- *We reviewed other state's early childhood development and education programs and found that in general, their investments in these programs have increased substantially in recent years.*
- *The 10 states with the highest pre-Kindergarten participation rates were generally located in the southern and the eastern areas of the United States. Their participation rates ranged from 34 % (Maryland) to 68.4% (Oklahoma) and the cost-per-student ranged from \$2,335 (Florida) to \$4,441 (West Virginia).*
- *Of the 12 states that do not fund pre-Kindergarten programs and services, two-thirds are located in the western United States, including South Dakota and North Dakota.*
- *Five of Idaho's six neighboring states provide state funding for early childcare services (Nevada is the exception) and three (Nevada, Oregon, and Washington) provide state funding for pre-Kindergarten programs or services.*
- *Other states' funding sources for early childhood education included general funds, excise taxes, gaming and lottery monies, cigarette taxes, and public-private partnerships.*

Federal Funding

- *We reviewed federal funding programs for early childhood development and education and found that Idaho's public and non-public entities take advantage of nearly all government funding opportunities.*
- *The exceptions include two community development loan and grant programs administered by the United States Department of Agriculture that allow funding to be used for the construction or expansion of day care facilities. However, we learned that these programs are very competitive and require a 50% cash match. These factors likely contribute to the limited use of these programs for child care services.*

Introduction

In February of 2008, the Chairmen of the Senate and House Education Committees requested that the Legislative Services Office conduct an inventory of early childhood development and education services operating in Idaho with government funding. The inventory was to include program expenditures, funding sources, and the number of children served. The request also included identifying early childhood programs offered by states similar to Idaho and an assessment of federal programs available to Idaho. The request is included as Appendix A.

Methods

A key criterion of the request was to identify early childhood programs operated in Idaho with government funding. Therefore, we contacted representatives of state agencies, universities, and not-for-profit entities and requested fiscal and program information. When available we collected actual expenditure information for the most current year. In cases where expenditure data was difficult to obtain we used budgeted information as a proxy.

We requested the assistance of the staff at the Association of Idaho Cities who conducted a survey of Idaho cities regarding early childhood development and education services they provide. We also reviewed state-by-state comparisons of programs and funding compiled by two separate national organizations.

To assess federal funding in Idaho we queried the Catalog of Federal Domestic Assistance and the United States Department of Education's grant award database. We then compared the results to information in Idaho's Single Audit Report to determine if state agencies had received those funds.

To avoid duplication of effort, we relied upon research by Boise State University to assess pre-Kindergarten in Idaho schools and research by the Idaho Childhood Coordinating Council to assess early childhood programs in Idaho's counties. Lastly, we did not make assessments on the effectiveness or quality of programs nor did we include opinions or recommendations on current policy or potential policy changes.

Results

We were able to address each area of the legislative request and developed an inventory of early childhood development and education in Idaho. We consider this inventory the best approximation of government-funded early childhood development and education in Idaho at this time. However, due to non-standardized reporting requirements and varying definitions of child care and early childhood education, some programs or information may not have been identified. We encourage the reader to inform us of government-funded early childhood development and education programs in Idaho not identified in this review.

We Identified 22 programs that Provide Early Childhood Development and Education Services in Idaho

We identified 22 early childhood development and education programs and services in Idaho operating government funding. Many of the programs were directed to children only, while others provided services to parents, families, and teachers. Those programs are listed in Exhibit 1.1 and are categorized according to:

- Direct Services and Programs (14),
- Systems Improvement (5), and
- Parent and Teacher Support Services (3)

Nearly \$95 Million of Government Funding was Invested in Early Childhood Development and Education in Idaho During Fiscal Year 2008

We identified \$94.99 million that was spent in fiscal year 2008 on the programs listed in Exhibit 1.1. Of this amount, \$70.84 million, or 74.57%, was federal funding and \$24.15 million, or 25.43%, was state of Idaho funds.

As shown in Exhibit 1.1, the amount of fiscal year 2008 program expenditures ranged widely from \$16,000 of federal dollars for television programming to \$34.42 million of federal dollars for the Head Start and Early Head Start programs

Most of the Federal and State Funding was Directed Towards Special Needs Students, Low-Income Children and Families, or Academically At-Risk Students

Of the total federal and state funds expended in fiscal year 2008, \$89.34 million, or 94.05%, was directed towards children and families who met low-income and/or special needs eligibility requirements or children at risk of failing to meet academic standards.

We did not identify state of Idaho funding being used for non-special needs students under the age of 5 years in public school settings. This is consistent with guidance from the Idaho Attorney General's Office, which is included as Appendix B. However, our methods did not include auditing school district expenditures.

**Exhibit 1.1 Programs by Service Type and Funding Source, FY 2008
(in Millions)**

Service Type	Program	Federal Dollars	State Dollars	Total Dollars
Direct Services	1. Head Start & Early Head Start	\$32.92	-	\$32.92
	2. Temporary Assistance to Needy Families (TANF) Funding Pass-Through to Head Start	\$1.50	-	\$1.50
	3. Statewide Self-Reliance Programs, Idaho Childcare Programs (ICCP)	\$12.90	\$3.48	\$16.38
	4. Family and Community Services, Infant and Toddler Program	\$1.96	\$4.94	\$6.90
	5. Early Childhood Special Education ¹	\$2.12	\$7.14	\$9.26
	6. Even Start, Early Childhood Education	\$0.69	-	\$0.69
	7. 21st. Century Community Learning	\$0.42	-	\$0.42
	8. Migrant Education, Basic State Formula Grant	\$0.43	-	\$0.43
	9. Title I, Part A, Grants to Local Education Associations	\$1.12	-	\$1.12
	10. Idaho School for the Deaf and the Blind	-	\$1.14	\$1.14
	11. State Children's Insurance Program, Medicaid School-Based Services, Ages 3 to 5	\$0.96	\$0.41	\$1.37
	12. State Children's Insurance Program, Medicaid Services in Private Settings, Birth to Age 5	\$11.95	\$5.00	\$16.95
	13. <i>Read to Me</i> Library Program ²	see note 2	see note 2	see note 2
	14. Ready-to-Learn Television Programming	\$0.02	\$0.07	\$0.09
	Sub-total	\$66.99	\$22.18	\$89.17
Systems Improvements	15. Head Start Collaboration Office	\$0.13	\$0.04	\$0.17
	16. Early Childhood Comprehensive Systems Planning Grant	\$0.12	-	\$0.12
	17. IdahoSTARS	\$0.93	-	\$0.93
	18. IdahoSTARS Subcontracts & Incentive Grants	\$2.16	-	\$2.16
	19. Idaho Project for Children and Youth with Deaf-Blindness	\$0.09	-	\$0.09
	Sub-total	\$3.42	\$0.04	\$3.46
Parent or Teacher Support Services	20. Idaho Parent Information Resource Center	\$0.43	-	\$0.43
	21. Early Childhood Information Clearinghouse ³	see note 3	see note 3	see note 3
	22. Early Childhood and Blended Teaching Certificates, Birth through Age 8 at the U of I, BSU, ISU, College of Southern Idaho, and Lewis-Clark State College	\$0.00	\$1.93	\$1.93
	Sub-total	\$0.43	\$1.93	\$2.36
Grand Total (in millions)		\$70.84	\$24.15	\$94.99

Notes: 1. FY 2008 expenditures were not available for this report, so FY 2007 expenditures were used as the best approximation of current spending levels.

2. The *Read to Me* library program was not implemented until FY 2009 and includes \$335,524 of state General Funds and \$58,000 of federal funds.

3. The Early Childhood Information Clearinghouse is funded within the Early Childhood Comprehensive Systems Planning Grant's \$124,000 budget shown as program # 16.

Two State Agencies Administer Over One-Half of all the Programs Identified

The Idaho State Department of Education and the Idaho Department of Health and Welfare administer 14 of the 22 programs we identified.

The Idaho State Department of Education administers several programs that provide either direct services to children, professional development for teachers, or pass-through funding to school districts. These programs and services include:

- Early Childhood Special Education, Idaho Code and IDEA, Part B
- Even Start Early Childhood Education, ESEA, Title I, Part B
- 21st. Century Community Learning Grants, ESEA, Title IV, Part B
- Migrant Education – Basic State Formula, ESEA, Title I, Part C
- Grants to Local Education Agencies, ESEA, Title I, Part A

IDEA – federal Individuals with Disabilities Education Act ESEA – federal Elementary and Secondary Education Act

The Idaho Department of Health and Welfare administers several programs or passes through funding that provide direct services or programs to young children and parents. These programs include:

- Idaho Child Care Program
- TANF Monies Pass-Through for Head Start
- Infant and Toddler Program
- Medicaid Payments for School-Based Services
- Medicaid Payments for Services in Private Settings
- Early Childhood Comprehensive Systems Planning Grant
- Head Start Collaboration Office
- IdahoSTARS (subcontracted to the University of Idaho)
- Early Childhood Information Clearinghouse

Appendix C provides additional information on the 22 programs and services we identified, including: the administering agency, the funding source, purpose and eligibility, budget/expenditures, and the number of children or adults served.

Based on Expenditures, Head Start is the Largest Early Childhood Program Operating in Idaho

Federal Head Start and Early Head Start are the largest programs administered in Idaho, comprising 36% of all funding identified in Exhibit 1.1. Head Start services include “comprehensive education, health, nutrition and parent involvement services to low-income 3 to 5 year old children and their families.” In 1994, the Early Head Start program was established “to expand upon the success of Head Start and provide services to an additional age group of children, birth to age 3, as well as pregnant women.”¹

For a child to be eligible for services, Head Start grantees must verify that the child meets the age requirements and be from a “low-income” family. A family qualifies as low-income if their income before taxes is below the poverty line or a family that is receiving public assistance, even if the family's income exceeds the poverty line.²

Between Head Start and Early Head Start, 13 grantees have been supported annually in Idaho in recent years. Each grantee then supports additional programs within its area. The 13 Idaho Head Start grantees are listed in Exhibit 1.2.

Head Start programs provide services to both children and parents and also require parents to work within the program. The fiscal year 2008 budget for the 13 Idaho grantees was \$34.42 million. Of this amount, \$32.92 million originated from the federal Head Start program and \$1.50 million originated from the federal Temporary Assistance to Needy Families (TANF) program that appropriated by the Idaho Legislature and passed through the Idaho Department of Health and Welfare.

According to the 2007 Idaho Head Start Data Book, during 2006-2007, federal funding, including TANF pass-through dollars, provided 4,132 “slots” for children. A slot is the equivalent of serving one child in the program during the year. However, due to movement of children in and out of the program, a total of 4,727 children received services during 2006-2007.

¹ Idaho Head Start Databook, 2007, Twelfth Edition.

² July 29, 1999 Head Start Program Instruction titled, *Receipt of Public Assistance and Determining Eligibility for Head Start*.

Exhibit 1.2 Head Start and Early Head Start Grantees in Idaho, 2007-2008 School Year

1. Bear River Head Start, Logan, UT ¹	8. Nez Perce Tribe Early Childhood Development Program, Lapwai, ID
2. Coeur d'Alene Tribal Early Childhood Learning Center, Plummer, ID	9. North Idaho College Head Start, Coeur d'Alene, ID
3. Community Council of Idaho (Migrant and Seasonal Head Start), Caldwell, ID	10. Pocatello/Chubuck School District 25 Head Start, Pocatello, ID
4. Eastern Idaho Community Action Partnership, Idaho Falls, ID	11. Shoshone-Bannock Tribes Head Start, Fort Hall, ID
5. Friends of Children and Families, Inc., Boise, ID	12. South Central Head Start, Twin Falls, ID
6. Lewis-Clark Childhood Program, Lewiston, ID	13. Western Idaho Community Action Partnership, Payette, ID
7. Mountain States Early Head Start, Coeur d'Alene, ID	

Notes: 1. Bear River Head Start serves five counties in southeastern Idaho.

There are Two General Categories of pre-Kindergarten Services and Programs in Idaho

In general, there are two categories of pre-kindergarten services and programs in Idaho: 1) services for special education students, who have a developmental delay or disability which may result in being academically at risk, and 2) services for non-special education students who are academically at risk. Each category has specific purposes, funding sources, and funding constraints.

For example, Chapter 20, Title 33, Idaho Code requires school districts to provide instruction and training for persons ages 3 to 21 who have disabilities. State funding for these purposes is provided through the exceptional education program detailed in Chapter 10, Title 33, Idaho Code.

Based on informal guidance from the Idaho Attorney General's Office, pre-Kindergarten services for non-special needs students can be provided on a school district by school district basis with federal or local dollars only, but not with state General Funds (see Appendix B).

Special Education pre-Kindergarten

The Individuals with Disabilities Education Act (IDEA), allows states to use Part B, Section 619, funding to provide education and training services to children between 3 to 5 years of age (36 months to 59 months) who have disabilities in the least restrictive environment with typically developing children. Also, Chapter 20, Title 33, Idaho Code, requires each public school district to provide special education and related services to children and students between the ages of 3 and 21 years who have disabilities.³

The Idaho State Department of Education (SDE) reports that 3,886 pre-Kindergarten children with disabilities were served in Idaho school districts during the 2006-2007 school year and 3,976 children were served during 2007-2008.⁴ Department officials informed us that this count, taken on December 1 of each year, are of those children who have an individual education plan (IEP) and receive special education services. These counts may also include children who are placed by the school district in day care, or Kindergarten, but the majority of the students are served in school district pre-Kindergarten classrooms.

The most current expenditure information available is from the 2006-2007 school year and includes \$7,141,785 of state General Fund dollars and \$2,123,802 of federal dollars.⁵ When the federal and state dollars are combined and divided by the total children served, the result is an average of \$2,384 spent per child (ages 3-5) during the 2006-2007 school year in public school settings.

³ According to Idaho Code §33-2001(3) "Children with disabilities" mean those children with mental retardation, hearing impairments, deafness, speech or language impairments, visual impairments, blindness, deaf-blindness, serious emotional disturbance, orthopedic impairments, severe or multiple disabilities, autism, traumatic brain injury, developmental delay or specific learning disabilities, and who by reason of the qualifying disability requires special education and related services.

⁴ Idaho State Department of Education, Fall Enrollment Statistics, http://www.sde.idaho.gov/site/statistics/fall_enrollment.htm, and FACT SHEET, Education Expenditures on Early Childhood Education in Idaho, October 20, 2008.

⁵ Idaho State Department of Education, Fiscal Year 2007 Statewide Financial Summary.

Academically At-Risk pre-Kindergarten

Funding received by the Idaho State Department of Education (SDE) from the federal Elementary and Secondary Education Act (ESEA), Title I, Part A, is to be used by school districts to improve the teaching and learning of children failing, or most at-risk of failing, to meet challenging state academic standards. When passed through to school districts, the districts have discretion to use this funding to provide pre-Kindergarten services for children under the age of 5.

The SDE reports that 18 school districts and the Idaho School for the Deaf and the Blind used Title I, Part A funding to provide pre-Kindergarten services during the 2007-2008 school year. Those districts are listed in Exhibit 1.3. The SDE reports that among those districts, 400 pre-Kindergarten children were served with this funding during the 2007-2008 school year. Because expenditures are not reported separately for this population we estimated the total expenditure for these students was \$953,600 during the 2007-2008 school year.⁶

We also spoke with an official from the Boise School District who reported that the district used \$169,040 of Title I, Part A funding to serve 70 students during fiscal year 2008. The Boise School District is also included in Exhibit 1.3.

Exhibit 1.3 School Districts Offering pre-Kindergarten Services with Title I, Part A, Federal Funding During the 2007-2008 School Year

- | | |
|--------------------------|---|
| 1. Aberdeen | 11. Meridian Joint |
| 2. American Falls Joint | 12. Midvale |
| 3. Boise School District | 13. New Plymouth |
| 4. Bruneau-Grand View | 14. Orofino Joint |
| 5. Castleford | 15. Payette Joint |
| 6. Dietrich | 16. Plummer-Worley Joint |
| 7. Emmett Independent | 17. Rockland |
| 8. Firth | 18. South Lemhi |
| 9. Glenns Ferry Joint | 19. Vallivue |
| 10. Kuna Joint | 20. Idaho School for the Deaf and the Blind |

Source: Idaho State Department of Education, Early Childhood Education Fact Sheet, October 20, 2008, and personal communication with the Boise School District, January 5, 2009.

⁶ To develop an estimate of total expenditures for the 400 pre-kindergarten children served during the 2007-2008 school year, we multiplied the 400 students by \$2,384, which is the average expenditure per special needs student for the 2006-2007. While these are different populations of students, this is the best approximation of total expenditures for pre-Kindergarten children served in Idaho with ESEA Title I, Part A funding during 2007-2008.

Boise State University Research

Researchers at Boise State University (BSU), Center for Business and Economic Research, conducted an extensive web-based survey to assess the extent of pre-Kindergarten educational activities in Idaho schools. Their effort provided an opportunity to include pertinent findings from their research into this inventory without duplicating survey efforts.

The BSU survey was administered to the principals at all 383 Idaho elementary schools, one middle school, and one five-district cooperative. Telephone survey methodology was also used to follow-up with selected respondents. The researchers concluded that approximately two-thirds of school *districts* offer preschool services for children with special needs and about one-half of the *schools* offering preschool services also offered more expanded services for non-special needs students. They concluded that most of the children enrolled in preschool services are funded with federal dollars and are most likely special needs students.

The researchers concluded that the fiscal information provided by the schools via their survey was unreliable and was not included in their findings. They also concluded that pre-Kindergarten responses were likely underreported due to a climate of uncertainty about the use of state and local funding for pre-Kindergarten services at the time the survey was administered.⁷

Early Education and Special Education Teaching Programs and Certificates are Offered at Universities and Colleges

The University of Idaho, Boise State University, Idaho State University, Lewis-Clark State College, College of Southern Idaho, and North Idaho College each offer an early childhood education teaching program or certificate or a “blended” teaching certificate. The blended certificate combines instruction in the fields of both early childhood education and early childhood special education and is directed towards children birth through age 8.

⁷ *Pre-Kindergarten Education in Idaho*. Boise State University, Center for Business and Economic Research, July 30, 2008. Personal communication with Dr. Geoffry Black and Dr. Chris Loucks, July 14, 2008 and September 8, 2008.

We estimated \$1.93 million of Idaho General Funds were directed to these programs during fiscal year 2008. The universities and colleges reported average head counts of 380 students enrolled in these programs which we converted to 278.18 full-time enrollments (FTEs) students using institution-specific conversion factors. We then multiplied the FTEs by the average General Fund appropriation per FTE, which was \$7,705 for the three universities and Lewis-Clark State College and \$4,034 for the two community colleges.

We also spoke to officials at the J.A. and Kathryn Albertson Foundation who informed us that in December 2002, the Foundation awarded the University of Idaho, Boise State University, and Idaho State University each with \$627,000 to provide scholarships aimed at increasing the number of professionals possessing the blended certificate. This seven-year scholarship program, totaling \$1.88 million, is now in its final year. Because these are private funds, we did not include them in the total amount shown in exhibit 1.1, but thought it was noteworthy to report here.

Local Jurisdictions

Cities

We researched the extent to which Idaho cities use government dollars to provide early childhood development and education services. To assist us with this effort, the Idaho Association of Cities administered a survey to Idaho's incorporated cities with questions of what, if any, programs or services are offered for early childhood development and education, their budgets, and the number of individuals served. Thirty-six cities, or 20%, responded to the survey and 12 indicated they provided some form of these services. Those cities are listed in Exhibit 1.4.

The services reported by the cities were generally related to pre-school story time and early literacy programs, but also included some parenting classes. The services and programs were often offered by the public library or city recreation center and were funded with a mix of city, state, and foundation dollars, individual donations, and fees charged per participant. Total budgets ranged from approximately \$1,000 to over \$37,000. Although *total* costs would likely be higher if all city and library staff, utilities, and capital costs were included, the cities appear to be able to serve a large number of children and families with the budgets identified.

Exhibit 1.4 Cities Responding to the Association of Idaho Cities' Survey

Cities Responding to the AIC Survey Offering Early Childhood Education Services	Cities Responding to the Association of Idaho Cities Survey, but <u>NOT</u> Offering Early Childhood Education Services	
Caldwell	Cottonwood	Midvale
Cascade	Dayton	Minidoka
Coeur d'Alene	Declo	Newdale
Garden City	Filer	Paul
Homedale	Hayden Lake	Placerville
Mountain Home	Horseshoe Bend	Rathdrum
Mullan	Idaho City	Reubens
Nampa	Inkom	Smelterville
Parma	Kootenai	Tetonia
Pocatello	Kuna	Weippe
Shoshone	McCammon	Wilder
Wallace	Melba	Worley

Appendix D provides information submitted by the cities responding to the Association of Idaho Cities survey and the programs they offered during fiscal year 2008 and the first half of fiscal year 2009.

Counties

Counties also use public dollars to fund early childhood care and education services. The Early Childhood Coordinating Council, operated within the Idaho Department of Health and Welfare, recently conducted surveys and focus groups of all 44 counties regarding their early childhood services. This, like the BSU effort, provides an opportunity to obtain data without duplicating survey efforts. The results of the Coordinating Council's research will be during Idaho's 2009 legislative session.

Information from Other States was Reviewed

The next area of interest expressed by the chairmen of the Senate and House education committees was early childhood development programs funded by other states similar to Idaho in population and economy or bordering Idaho.

The comparison states we chose included Idaho's neighboring states (Montana, Nevada, Oregon, Utah, Washington, and Wyoming), South Dakota, Minnesota, Maine, and New Hampshire. Other than neighboring states, the rationale for choosing comparison states was not based on any rigorous tests, but rather, on finding states with some similarities, such as population size, natural resource-based economies, large rural areas, large areas of state and federal land, and states outside of the familiar inter-mountain west region. We also highlight states with high pre-Kindergarten participation rates and provide some nationwide information.

Many States Have Increased General Fund Appropriations for Early Childhood Programs in Recent Years

The National Conference of State Legislatures (NCSL) reports that states have increased their General Fund appropriations for early child care, pre-Kindergarten, and home visiting services by \$1.20 billion, or 9.7%, from fiscal year 2007 to fiscal year 2008.⁸ Exhibit 1.5 includes the comparison states' fiscal year 2008 appropriations for these categories.

For further additional on state comparisons, we recommend the following reports: *Early Care and Education State Budget Actions, FY 2007 and FY 2008* published by the National Conference of State Legislatures (NCSL) and *The State of Preschool 2007* published by the National Institute for Early Education Research. Both of these resources provide complete 50-state comparisons and were used to prepare this inventory. With the assistance of staff at the Idaho Department of Health and Welfare, information was obtained from the National Child Care Information and Technical Assistance Center.

⁸ Early Care and Education State Budget Actions, FY 2007 and FY 2008, National Conference of State Legislatures, April 2008, www.ncsl.org.

Child Care

NCSL reports that nationwide, General Fund appropriations for child care totaled \$8.50 billion in fiscal year 2008. That figure represents a \$672.00 million General Fund increase from the previous year. However, California alone comprised \$400.00 million, or 60%, of that increase.

Of the 11 states listed in Exhibit 1.5, General Fund dollars made up the majority of child care budgets. Four states reported transferring some of their federal Temporary Assistance to Needy Families (TANF) dollars into child care programs. Idaho's childcare program (ICCP) reported fiscal year 2008 General Fund expenditures of \$3.48 million, but also spent \$12.90 million of federal Child Care Development Block grant funds.⁹ Eligibility for Idaho's program is based on income and family size and includes a parent co-pay that is based on a sliding scale.

Of the 11 comparison states in Exhibit 1.5, seven states invested less than \$9.00 million each of General Funds into child care. Conversely, Minnesota invested over \$117.00 million of General Funds and Washington nearly \$220.00 million of General Funds for child care.

⁹ Based on fiscal information received from the Department of Health and Welfare, August 2008. NCSL did not include Idaho's CCDB federal grant funds in its published information.

**Exhibit 1.5 FY 2008 Programs and Funding for Selected States
(in Millions)**

State	Child Care	Pre-Kindergarten	Parent Education or Home Visiting
Idaho	General Fund \$4.78	No Program Reported	No Program Reported
Montana	General Fund \$7.88 TANF ¹ \$8.76	No Program Reported	General Fund \$0.55 Tobacco Funds \$0.20
Nevada	No Program Reported	General Fund \$3.25	No Program Reported
Oregon	General Fund \$16.76 TANF ¹ \$4.73	General Fund \$41.10	General Fund \$12.04
Utah	General Fund \$7.65	No Program Reported	No Program Reported
Washington	General Fund \$99.73 TANF ¹ \$120.18	General Fund \$47.92	General Fund \$14.05 Medicaid Funds \$13.5
Wyoming	General Fund \$8.63	No Program Reported	No Program Reported
Maine	No Program Reported	General Fund \$4.51 Local Funds \$4.27	No Program Reported
Minnesota	General Fund \$117.65	General Fund \$10.00	General Fund \$21.11 TANF \$4.00
New Hampshire	General Fund \$11.85 TANF ¹ \$5.46	No Program Reported	No Program Reported
South Dakota	General Fund \$2.11	No Program Reported ²	No Program Reported

1. Temporary Assistance to Needy Families (TANF) funding are federal dollars and can be used by states for child care, Head Start, pre-Kindergarten (with conditions), or parent education.
2. According to the organization Pre-K Now, South Dakota has invested \$700,000 into a three-year pre-Kindergarten pilot project in Sioux Falls, SD. The state funding augments \$935,000 contributed by the United Way.

Source: *Early Care and Education State Budget Actions, FY 2007 and FY 2008*, National Conference of State Legislatures, April 2008, www.ncsl.org.

pre-Kindergarten

NCSL reports that nationwide, General Fund appropriations for pre-Kindergarten totaled \$4.5 billion in FY 2008, which is a \$540 million increase over the previous year. Of the 11 states listed in Exhibit 1.5, six states do not have a state funded pre-Kindergarten program. The remaining five states used their funding in the following ways:

- Maine's pre-Kindergarten program is funded through its school funding formula and includes measures to improve quality through lowering student to teacher ratios.
- Minnesota funds a school readiness program, a Kindergarten assessment and intervention program, and a grant program that promotes early literacy and healthy development.
- Nevada's Early Childhood Comprehensive plan was initiated in 2002 and provides competitive grants to schools, Head Start centers, private agencies, faith-based centers, and family child care homes. The program primarily serves 3 and 4 year olds, but children become eligible at birth.
- Oregon funds a Head Start pre-Kindergarten program and increased its General Fund appropriation by over 49% compared to FY 2007. Their intent is to raise participation to 75% by FY 2009.
- The Washington Legislature increased its General Fund appropriation for the Early Childhood Education and Assistance Program (ECEAP) by nearly 43% compared to FY 2007. This increase is expected to provide an additional 2,250 slots for children.

According to the National Institute for Early Education Research (NIEER), 12 states, or 24%, do not provide state funding for pre-Kindergarten education other than what is required for special needs students. Those states are listed in Exhibit 1.6 along with the 10 states having the highest participation rates of 4-year olds in pre-Kindergarten and their expenditures per student for the 2006-2007 school year. As shown in the exhibit, Oklahoma, Florida, and Georgia each have pre-Kindergarten participation rates for 4-year olds at over 50%.

Exhibit 1.6 Pre-Kindergarten Programs, Participation Rates, and Expenditures per Student, 2006-2007 School Year

States without Statewide pre-Kindergarten Programs	States with the Highest pre- Kindergarten Participation Rates for 4-Year Olds	Pre- Kindergarten Expenditures per Student
Alaska	Oklahoma 68.4%	\$3,433
Hawaii	Florida 56.7%	\$2,335
Idaho	Georgia 53.3%	\$4,111
Indiana	W. Virginia 45.8%	\$4,441
Mississippi	Texas 45.2%	\$2,836
Montana	Vermont 44.9%	\$2,932
New Hampshire	S. Carolina 37.8%	\$3,985
North Dakota	Wisconsin 36.1%	\$3,063
Rhode Island	New York 34.6%	\$3,454
South Dakota ¹	Maryland 34.0%	\$2,918
Utah		
Wyoming		

Note: 1. According to the organization Pre-K Now, South Dakota has invested \$700,000 into a three-year pre-Kindergarten pilot project in Sioux Falls that augments \$935,000 raised by the United Way.

Source: *The State of Preschool 2007*, National Institute for Early Education Research. Pre-Kindergarten programs in this exhibit exclude programs and funding for special needs students.

The following information is from the publication *The State of Preschool 2007*, National Institute for Early Education Research.

- Oklahoma – In 1998, Oklahoma began offering free, voluntary access to pre-Kindergarten for all 4-year olds and has ranked first in 4-year old enrollment during the past four years. Oklahoma's pre-Kindergarten state funding in fiscal year 2008 was over \$118,000,000 and equaled \$3,433 per student.
- Florida – In 2005, Florida started a voluntary pre-kindergarten (VPK) education program. This effort was in response to a 2002 state constitutional amendment requiring universal availability of preschool programs for all 4-year-olds. The VPK program served over 124,000 children during the 2006-2007 school year at a cost of \$2,335 per student. Participating local providers receive a fixed per-child amount of funding if they meet minimum requirements. Providers include licensed child care centers, licensed family child care homes, accredited nonpublic schools, accredited faith-based providers, and public schools.
- Georgia - In 1995, Georgia became the first state to offer pre-Kindergarten to all 4-year-olds. Services are provided through public schools, Head Start programs, private child care centers, state colleges and universities, faith-based organizations, and military facilities. The Georgia Lottery is the source of funding and is allocated based on the number of students, teacher credentials, and geographic area.

All Georgia pre-Kindergarten programs, must follow the Bright from the Start Pre-K Operating Guidelines and instruction is guided by Georgia's Pre-K Content Standards. Pre-Kindergarten enrollment was over 75,299 during the 2006-2007 school year and funding equaled \$4,111 per student.

The organization Pre-K Now reports that states use several sources to fund their pre-Kindergarten programs including: general funds, public-private partnerships, lottery and gaming proceeds, excise taxes, and tobacco taxes. Pre-K Now also reports that during FY 2008, 10 states and the District of Columbia used their public education funding formula to fund pre-Kindergarten services. Those states included: Colorado, Kansas, Maine, Maryland, Michigan, Nebraska, Oklahoma, Texas, Vermont, and Wisconsin.¹⁰

Idaho's K-12 public school's budget is comprised primarily of state General Funds, but does include federal and dedicated funding. Idaho's \$1.70 billion FY 2009 public school original appropriation includes 83.7% General Funds, 12.7% federal funds, and 3.6% dedicated funds (Idaho Lottery and public school endowment).

Parent Education or Home Visiting

Nationwide, NCSL reports that 26 states funded some form of parent education or home visiting with either General Funds and/or dedicated funds, that totaled \$281.14 million in FY 2008. That was an increase of 12.5% over the previous year.

Some states invest heavily in parenting and home visiting programs and fund more than one program. For example, Connecticut funded eight different parenting programs with a total FY 2008 General Fund appropriation of \$13.55 million, a 19% increase over the previous year. Of the 11 states listed in Exhibit 1.6, four reported providing funding for parent education or home visiting.

Most Federal Funding Opportunities for Early Childhood Programs in Idaho are Utilized

The last area of interest in the legislative request was to determine if there were federally funded early childhood development and education programs available, but not implemented in Idaho.

¹⁰ Funding the Future: States' Approaches to Pre-K Finance, 2008 Update. Pre-K Now, Research Series, February 2008.

To address this question, we queried the *Catalog of Federal Domestic Assistance* (CFDA) and the *Guide to U.S. Department of Education Programs, 2008* with key word and title searches. We then compared those results to federal program expenditure information collected from state agencies by the Legislative Audit Division of the Legislative Services Office to determine if Idaho had received funding from those sources.

We found many programs that include some element of early childhood services or pre-Kindergarten education that are available to state agencies or non-profit entities and concluded that Idaho is taking advantage of the nearly all of these opportunities.

We did identify two United States Department of Agriculture (USDA) loan and grant programs that can be used for construction or expansion of child care facilities. Although these are competitive programs and require a cash match, they could be considered underutilized in Idaho. These programs are:

- ***The federal Community Facilities Loans and Grants, CFDA 10.766***, is available to eligible counties, cities, taxing districts, and non-profits to construct or improve community facilities that provide essential services to rural residents, including construction or expansion of childcare facilities. During the past three years only one loan/grant was made to build child care facilities in Idaho. USDA program staff said that a project needs to have broad community support and limited risk to be selected for a loan or grant.
- ***The federal Rural Community Development Initiative Grant Program, CFDA 10.446***, is available to private or public organizations that provide technical assistance to non-profit community based housing and community development organizations. Funds can be used to provide technical assistance and training on how to develop successful childcare facilities. USDA staff told us that unlike the Community Facilities Loans and Grants program, applications to this program compete with others on a nationwide basis and require a 50% cash match. In recent years there have been three Idaho applicants to this program, of which one was successful in securing funding to help rural communities create and retain jobs.

Appendix A

Request for Research Assistance

BOB NONINI
DISTRICT 5-A
KOOTENAI COUNTY



COMMITTEES

CHAIRMAN
EDUCATION

TRANSPORTATION & DEFENSE

HOME ADDRESS
5875 W. HARBOR DRIVE
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House of Representatives State of Idaho

February 26th, 2008

Mr. Jeff Youtz, Director
Legislative Services Office
Capitol Annex
514 W. Jefferson St.
Boise, Idaho 83702

Dear Mr. Youtz:

We would like to formally request that your office conduct some research for us regarding early education programs.

We would like to establish an inventory of information for both germane Education committees that contains the following information.

1. An inventory of government agencies and non-government entities receiving government funding in Idaho that provide pre-kindergarten early childhood development or education services including those entities that support parents with the early education of their children.
2. An inventory of the type of services and programs being provided by the entities identified in #1 above.
3. An inventory from each respective entity's latest fiscal year identifying the amount of federal, state or local funds being expended on services in #2 above and the number of children being served with these funds.
4. A general overview of early childhood development programs funded by other states similar to Idaho in population size and economy or bordering Idaho.
5. Lastly, an inventory of federally funded pre-kindergarten early childhood programs available to states but not currently implemented in Idaho.

We appreciate your help in this matter.

Sincerely,

Handwritten signature of Bob Nonini.

Representative Bob Nonini, Chairman
House Education Committee

Handwritten signature of Senator John Goedde.

Senator John Goedde, Chairman
Senate Education Committee

Appendix B

Letter from Deputy Attorney General
February 26, 2008



STATE OF IDAHO

OFFICE OF THE ATTORNEY GENERAL

LAWRENCE G. WASDEN

February 26, 2008

Senator Mike Burkett
512 North 13th Street
Boise, Idaho 83702

RE: Request for Guidance on Pre-K Funding

Dear Senator Burkett:

You have asked for legal guidance regarding various funding sources used for pre-K programs being operated by school districts around the state of Idaho. Specifically, you have asked the following questions:

1. Whether a school district violates state law by using federal funds to pay for a locally operated pre-K program.
2. Whether a school district violates state law by using locally generated tax funds for a locally operated pre-kindergarten program.
3. Whether a school district violates state law by using funds received from the state through the foundation appropriation for a locally operated pre-kindergarten.

In general, a school district does not violate state law when it uses federal funds to pay for a pre-K program run by the district. This answer assumes that the pre-K program is paid for entirely by the federal funds, although there may be some indirect costs paid from other funding sources. An example of such indirect costs may be utility bills to the extent that they are not attributable solely to the pre-K program. When a state accepts federal funds, it must abide by the statutes and rules that control the spending of the federal money.

For example, it is my understanding that the Boise School District utilizes federal Title I funds to operate one or more pre-K programs. Title I of the Elementary and Secondary Education Act of 1965 (ESEA), found at 20 U.S.C. § 6301, et seq., as amended by the No Child Left Behind Act of 2002, provides the authority for schools across the nation to provide pre-kindergarten services.

Pursuant to 20 U.S.C. § 6311, Idaho applied for and received federal funding for Title I programs, along with a number of other federal programs, under the ESEA. As required by ESEA, Idaho's application consisted of a consolidated state plan (the "Idaho Consolidated Plan"), which was approved by the U.S. Department of Education. In its plan, Idaho included a request for Title I funds to be used for "Improving Basic Programs Operated by Local Education Agencies." Receipt of the federal funds was contingent upon agreeing to administer the funds "in accordance with applicable statutes, regulations, program plans and applications." Title I of the ESEA permits local education agencies, such as the Boise School District, to use Title I funds

Contracts & Administrative Law Division, Department of Education
Len B. Jordan Building, 650 W. State Street, Room 200
P.O. Box 83720, Boise, Idaho 83720-0027
Telephone: (208) 332-6800, FAX: (208) 334-2228

for pre-school programs.

In order to do so, a school district must submit a plan to the Idaho State Department of Education. 20 U.S.C. §6312(a)(1). The Boise School District did submit a plan to the SDE, which plan included the funding of pre-school programs at certain schools. The SDE approved the plan.

Having accepted the federal funding for Title I and other NCLB programs, Idaho cannot refuse to abide by federal law that determines how such funds are to be spent. An established line of cases under the spending clause of the U.S. Constitution (Art. I, §8, cl.1) holds that when states agree to accept federal money, the states are bound by the federal strings that come attached to the money. See, *South Dakota v. Dole*, 483 U.S. 203, 206, 107 S.Ct. 2793, 2795-96, 97 L.Ed.2d 171 (1987). Based upon the spending clause, "Congress may attach conditions on the receipt of federal funds, and has repeatedly employed the power 'to further broad policy objectives by conditioning receipt of federal moneys upon compliance by the recipient with federal statutory and administrative directives.'" *South Dakota v. Dole*, 483 U.S. at 206, 107 S.Ct. at 2795-96 (quoting *Fullilove v. Klutznick*, 448 U.S. 448, 474, 100 S.Ct. 2758, 2772, 65 L.Ed.2d 902 (1980)). As the U.S. Supreme Court has stated, "legislation enacted pursuant to the spending power is much in that nature of a contract; in return for federal funds, the States agree to comply with federally imposed conditions." *Pennhurst State School and Hospital v. Halderman*, 451 U.S. 1, 17, 101 S.Ct. 1531, 1540, 67 L.Ed.2d 694 (1981). The same logic holds true of funding from other federal programs to the extent that any such program allows or requires using the money for pre-K programs.

Whether a school district violates state law by using locally generated tax funds for a locally operated pre-kindergarten program presents a more difficult question. I.C. § 33-512 states that a school district board of trustees "shall have the following powers and duties," although the statute does not distinguish which of the subsections is a power and which is a duty. Certain of the subsections use the word "shall," indicating that it is a duty of the board. Of significance to your question are two particular subsections, 2. and 5, which provide as follows:

2. To adopt and carry on, and ***provide for the financing of***, a total educational program for the district. Such programs in other than elementary school districts may include education programs for out-of-school youth and adults; and such districts may provide classes in kindergarten;
5. To exclude from school, children not of school age.

Emphasis added. Due to the lack of the word "shall," a reasonable reading of subsections 2. and 5. is that a school district has the power to do such things, but is not required to do so. Further, it is difficult to reconcile these two sections if a school district is required to exclude from school children who are not of school age yet at the same time provide the financing for a "total educational program," a phrase that is not fully defined. However, it does include individuals outside of school age, i.e., adults. The legislature appears to have left the interpretation of a "total educational program" up to the school districts. This conclusion is bolstered by the fact that even though school services are to be extended to children that are age five (5), a district is not required to operate a kindergarten. As long as a school district finds a way to provide funding, a school district appears to have been given the discretion to operate a pre-K program as part of a total educational program.

In order to provide for the local financing of a pre-K program, a school district would be required to identify the financing in its budget pursuant to I.C. § 33-801. To obtain the funding, the school district would presumably need to allow the school district electors to vote on a supplemental levy pursuant to I.C. § 33-802.

Whether a school district can use state funds to operate a pre-K program appears to be a more clear-cut issue. The legislature has stated that the "services of the public schools of this state are extended to any acceptable person of school age," which is defined as "between the ages of five (5) and twenty-one (21) years." I.C. § 33-201.¹ By such language, the legislature has indicated an intent to limit the use of state funds to provide school services to children of school age. Other than in I.C. § 33-512.2., which implies that a school district can provide services for children younger than age five if local funding sources are used, the legislature has not specifically indicated that a school district can provide services for a child younger than five years of age.

Further, as set forth in chapter 10, Title 33 of the Idaho Code, the state funding mechanism clearly does not provide for direct funding of pre-K programs. I am aware of no authority for a school district to receive state funding based on K-12 funding formulas and spend the money on a pre-K program. Clarification by the legislature on the issue of whether a school district can operate a pre-K program with state funds would appear to be appropriate if that is the intent.

This letter is provided to assist you. The response is an informal and unofficial expression of the views of this office based upon the research of the author.

Sincerely,



Chris Kronberg
Deputy Attorney General

cc: Kay Christensen

¹ In spite of the fact that all public schools are to be open to children of school age, the legislature has also stated that school districts do not need to establish a kindergarten program. I.C. § 33-208.

Appendix C

Early Childhood Development and Education Programs and Services in Idaho, FY 2008

Appendix C

Early Childhood Development and Education Programs and Services in Idaho, FY 2008

Direct Services (DS), Systems Improvements (SI), and Parent or Teacher Support Services (PT)
Catalog of Federal Domestic Assistance (CFDA)

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures/Budget & Number Served	
1 DS	Head Start and Early Head Start <i>Administering Agency:</i> 13 Grantees in Idaho	U.S Department of Health and Human Services, Administration for Families and Children. CFDA 93.600	<p><i>Head Start</i> provides comprehensive education, health, nutrition and parent involvement services to low-income children ages 3 to 5 and their families.</p> <p><i>Early Head Start</i> provides services to low income children ages birth to 3 and pregnant women. Eligibility is based on age and the federal poverty level with 10% of the slots reserved for families living above the poverty level and/or special needs children</p>	Federal \$ FY 2008	\$32.92 million
				State \$	\$0
				Served in FY 2007 The available slots in FY 2008 were not available when this report was printed.	3,934 slots and Average cost per slot was \$8,368.
2 DS	Statewide Self-Reliance Programs - TANF <i>Agency:</i> Idaho Department of Health and Welfare	U.S Department of Health and Human Services, Temporary Assistance to Needy Families (TANF). CFDA 93.558	TANF dollars are passed-through by state appropriation to the Idaho Head Start Association for Head Start services to children including some administrative costs.	Federal TANF \$ FY 2008	\$1.50 million
				State \$	\$0
				Served in FY 2007	198 slots Average cost per slot was \$7,576

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures/Budget & Number Served	
3 DS	Statewide Self-Reliance Programs- Idaho Child Care Program (ICCP) <i>Administering Agency:</i> Idaho Department of Health and Welfare	U.S Department of Health and Human Services, Child Care Development Fund (CCDF) Block Grant. CFDA 93.575 and CFDA 93.596. Also includes a transfer of TANF monies, CFDA 93.558. <i>and</i> State of Idaho matching funds	This program provides subsidies to low income families to pay for child care from birth to age 12. A co-payment is required of the parents and is based on a formulary of income and ability to pay. NOTE: The figures in this report are only those expenditures for the client population from birth to age 5.	Federal \$ FY 2008	\$12.90 million (this amount includes \$3.10 million of TANF monies)
				State \$ FY 2008	\$3.48 million
				Served in FY 2008	7,334 children Average cost per child was \$2,233
4 DS	Family and Community Services – Infant and Toddler Program <i>Administering Agency:</i> Idaho Department of Health and Welfare	U.S. Department of Education, Early Childhood Special Education, IDEA, Part C. CFDA 84.181 <i>and</i> State of Idaho General Funds and misc. receipts	This program provides early intervention services to all eligible infants and toddlers from birth to age 3 with developmental delays or disabilities. This program is carried out under the provisions of Part C of Individuals with Disabilities Education Act (IDEA). Specific eligibility criteria are outlined in Idaho Code §16-103.	Federal \$ FY 2008	\$1.96 million
				State \$ FY 2008	\$4.94 million
				Served in FY 2008	3,700 children Average cost per child was \$1,865

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures/Budget & Number Served	
5 DS	Early Childhood Special Education <i>Administering Agency:</i> Idaho State Department of Education	U.S. Department of Education, Early Childhood Special Education, IDEA, Part B, Section 619. CFDA 84.173 <i>and</i> State of Idaho General Funds, Idaho Code §33-2002 and §33-1002.	This program serves students with special needs ages 3 to 5 in preschool programs under the provisions of Part B of Individuals with Disabilities Education Act (IDEA). Idaho Code §33-2002 requires school districts to provide special education and related services to individuals between the ages of 3 and 21 who have disabilities. This program is often referred to as the “619” program.	Federal \$ FY 2007	\$2.12 million
				State \$ FY 2007	\$7.14 million
				Served in FY 2008 FY 2007 These counts were taken December 1 of each year and are those students with individual education plans (IEPs). These counts may include some Head Start, day care, and Kindergarten students, but the majority of the students are in school district pre-Kindergarten special education classrooms.	3,976 3,886 FY 2007 average cost per child was \$2,384

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures/Budget & Number Served	
6 DS	Even Start, Early Childhood Education <i>Administering Agency:</i> Idaho State Department of Education	U.S. Department of Education, ESEA, Title I, Part B. CFDA 84.213	This federal program supports local family literacy projects that include services to children ages birth to 7 years old. During the 2006-2007 and 2007-2008 school years, four school districts (Bonneville, Caldwell, Middleton, and Kellogg) and the University of Idaho received Even Start grants.	Federal FY 2007 FY 2008 By District: Bonneville SD FY 2007 FY 2008 Caldwell SD FY 2007 FY 2008 Middleton SD FY 2007 FY 2008 Kellogg SD FY 2007 FY 2008 University of ID FY 2007 FY 2008	Total \$1.05 million \$684,855 \$210,000 \$138,600 \$253,000 \$156,866 \$250,000 \$165,000 \$186,468 \$120,000 \$152,748 \$104,389
				# of Children Served is Not Reported	

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures/Budget & Number Served	
7 DS	21 st Century Community Learning Grants, Title IV B <i>Administering Agency:</i> Idaho State Department of Education	U.S. Department of Education, ESEA, Title IV, Part B. CFDA 84.287	This federal program provides funding to create community learning centers that include before- and after-school activities. According to the State Department of Education, three Idaho school districts (Grangeville, Parma, and Whitepine) have used some or all of this funding for pre-Kindergarten programs	Federal \$ FY 2008	\$421,503 The total FY 2008 federal award was \$5.02 million of which \$421,503 was used for pre-K related services.
				State \$ FY 2008	\$0
				Served in FY 2008	147 children Average cost per child was \$2,867

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures/Budget & Number Served	
8 DS	Migrant Education – Basic State Formula Grants <i>Administering Agency:</i> Idaho State Department of Education	U.S. Department of Education, ESEA, Title I, Part C. CFDA 84.011	<p>This federal program provides funding support for migratory children to ensure appropriate education services are provided. Funds are allocated by formula and eligible students are those ages 3 through 21.</p> <p>The total FY 2008 federal award to Idaho was \$4.23 million; however expenditures for pre-K are not separated from grades K-12.</p> <p>To obtain an estimate of FY 2008 expenditures, we multiplied the \$2,384 per student costs for special needs students (IDEA, Part B, CFDA 84.173), by the 182 students reportedly served in this program. The result is an estimate of \$433,888 (182 x \$2,384).</p>	Federal \$ FY 2008	\$433,888 (estimated)
				State \$ FY 2008	\$0
				Served	182 pre-K children

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
9 DS	Title I, Part A Grants to Local Education Associations <i>Administering Agency:</i> Idaho State Department of Education	U.S. Department of Education, ESEA, Title I, Part A. CFDA 84.010	<p>This federal program allows school districts the discretion to provide preschool services to children age 3 to 5 who are failing or at-risk of not meeting state academic standards. According to the Idaho State Department of Education, 19 school districts plus the Idaho School for the Deaf and the Blind (ISDB) used this funding for preschool activities during FY 2007 and 18 districts plus ISDB used this funding for preschool activities during FY 2008.</p> <p>To obtain an estimate of FY 2008 expenditures, we multiplied the \$2,384 per student costs for special needs students (IDEA, Part B, CFDA 84.173), by the 400 students reportedly served in this program. The result is an estimate of \$953,600 (400 x \$2,384).</p> <p>The Boise School District reported serving 70 students with \$169,040 of federal Title I, Part A monies. The cost per student was \$2,415.</p>	Federal \$ FY 2008	\$1.12 million
				State \$ FY 2008	\$0
				Served FY 2007 FY 2008	545 children 470 children

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
10 DS	Deaf and Blind Services, Birth to Age 5, including Kindergarten <i>Administering Agency:</i> Idaho School for the Deaf and the Blind	State of Idaho General Funds, Idaho Code §33-3407	Students ages birth to 5 years old who are blind or visually impaired and/or deaf or hard of hearing are eligible for services. Services are provided in three ways: 1. Family-centered home-based early intervention 2. pre-Kindergarten at Gooding Campus 3. Regional School Programs within the Meridian, Pocatello, and Idaho Falls school districts:	Federal \$ FY 2008	\$0
				State General Funds \$ FY 2008	Total \$1.14 million
				By program: Family-centered home-based early intervention	\$739,700 277 children
				Campus pre-Kindergarten	\$90,300 9 children
				Regional Schools	\$309,900 29 children
				Total Served FY 2008	315 children birth to age 5 Average cost per child was \$3,619

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
11 DS	State Children's Insurance Program - Medicaid School Based Service Payments <i>Administering Agency:</i> Idaho Department of Health and Welfare	U.S. Department of Health and Human Services, Centers for Medicare and Medicaid Services. CFDA 93.767 <i>and</i> State of Idaho General Funds	This program provides services to low-income children and students ages birth to 21 in public school settings. The Idaho Department of Health and Welfare reported that school districts are reimbursed for eligible health-related rehabilitative services for children ages 3 to 5. Services include: <ul style="list-style-type: none"> • speech therapy, • occupational therapy, • physical therapy, • intensive behavioral intervention (IBI), • developmental therapy, and • psychosocial rehabilitation (PSR). 	Federal \$ FY 2008	\$956,774
				State Funds \$ FY 2008	\$410,046
				Served in FY 2008	A total of 98 school districts billed Medicaid for services to 1,964 children (unduplicated count) Average cost per child was \$696

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
12 DS	State Children's Insurance Program - Services in Private Settings <i>Administering Agency:</i> Idaho Department of Health and Welfare	U.S. Department of Health and Human Services, Centers for Medicare and Medicaid Services. CFDA 93.767 <i>and</i> State of Idaho General Funds	This program provides services to low-income children and students ages birth to 21 by private providers. The Idaho Department of Health and Welfare reported that services for children birth to age 5 conducted by private agencies in home, community-, or center-based settings included: <ul style="list-style-type: none"> • developmental therapy, • mental health (clinic and outpatient) • psychosocial rehabilitation, • intensive behavioral intervention, • occupational therapy, • physical therapy, and • speech therapy 	Federal \$ FY 2008	\$11,950,222
				State Funds \$ FY 2008	\$5,004,308
				Served in FY 2008	3,434 unduplicated count Average cost per child was \$4,937

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
13 DS	<i>Read to Me</i> library program <i>Administering Agency:</i> Idaho Commission for Libraries	National Foundation for Arts and Humanities, Grants to States under the Library Services & Technology Act. CFDA 45.310 <i>and</i> Idaho State General Funds, H571 (2008 Session)	<i>Read to Me</i> provides information, training, and technical assistance to libraries, parents, and caregivers to nurture children's early literacy skills. Programs include: The <i>First Book</i> program provides a book a month for a year for each participating child. Includes workshops and library cards for families. The <i>Jumpstart Kindergarten</i> program allows librarians to provide early literacy information and a free book to children registering for Kindergarten. Other programs include: <ul style="list-style-type: none"> • Summer Reading, • Family Reading Week, • Every Child Ready to Read, and • Idaho Child Care Reads State and federal funding provides for personnel costs, operating costs, and mini-grants to public libraries for best practices.	Federal \$ FY 2009	\$58,000
				State General Funds \$ FY 2009	\$335,524
				Served in FY 2009	The Commission for Libraries anticipates to serve at least 12,500 children during FY 2009

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
14 DS	Ready-to-Learn Television Programming <i>Administering Agency:</i> Idaho Public Television	Department of Education, Office of Innovation and Improvement. CFDA 84.295	This program is intended to develop educational programming and support materials for preschool and early elementary school children and their families. Programming has included: Dialogue for Kids, Reading Rainbow, Read to Me broadcast, Kids website, and Second Channel (kid's channel). Thirty-one workshops directed towards families, parents, childcare providers, and parent educators were conducted in FY 2008.	Federal \$ FY 2006 FY 2007 FY 2008 FY 2009	\$35,000 \$25,000 \$16,000 \$0 (estimated)
				State Funds \$ FY 2007 FY 2008	\$70,788 \$70,800
				Total parents, teachers, children, and librarians served	990

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
15 SI	Head Start State Collaboration Office	U.S Department of Health and Human Services, Administration for Families and Children. CFDA 93.600	This program helps to build early childhood systems (birth to age 5) and access to comprehensive services and support for all low-income children. Specifically, this funding supports collaborative relationships between Head Start, Idaho state agencies, and other organizations including: the Office of the Governor, Department of Health and Welfare, State Department of Education, regional health districts, US Department of Labor, Head Start directors, and parents.	Federal \$ FY 2008	\$125,000
	<i>Administering Agency:</i> Idaho Department of Health and Welfare			State General Funds \$ FY 2008	\$40,200
				Served in FY 2008	Does not provide direct services to children

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
16 SI	Early Childhood Comprehensive Systems Planning Grant and the Early Childhood Coordinating Council <i>Administering Agency:</i> Idaho Department of Health and Welfare	U.S Department of Health and Human Services, Maternal Child Health Bureau, Block Grant. CFDA 93.994	The Early childhood Comprehensive Systems Grant is funded to develop and monitor implementation of a comprehensive plan for advancing early childhood and related services across public agencies and private partnerships. The grant focuses on health care, mental health and social-emotional development, early care and learning, parent education, family support, and self sufficiency. In collaboration with the Infant and Toddler Program, grant personnel support the required state Early Childhood Coordinating Council (Idaho Office of the Governor, Executive Order 2006-12). This funding also supports the early Childhood Information Clearinghouse.	Federal \$ FY 2008	\$124,000 (of this amount, \$70,000 is directed to the Early Childhood Coordinating Council)
				State Funds \$ FY 2008	\$0
				Served in FY 2008	Does not include direct services to children

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
17 SI	IdahoSTARS <i>Administering Agency:</i> Idaho Department of Health and Welfare contracts this program to the University of Idaho, Center on Disabilities and Human Development	U.S Department of Health and Human Services, Administration for Children and Families, Childcare and Development Block Grant, Childcare Development Fund, CFDA 93.575	IdahoSTARS (S tate T raining and R egistry S ystem) is a statewide program that assists parents by offering child care referrals and information about child care settings. IdahoSTARS also offers child care providers with professional development opportunities.	Federal \$ FY 2008	\$927,978
				State Funds \$ FY 2008	\$0

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
18 SI	IdahoSTARS Subcontracts and Incentive Grants <i>Administering Agency:</i> University of Idaho, Center on Disabilities and Human Development	U.S Department of Health and Human Services, Administration for Children and Families, Childcare and Development Block Grant, Childcare Development Fund. CFDA 93.575	<p>There are three subcontracts under the IdahoSTARS program:</p> <p>The subcontract to the Association for the Education of Young Children supports quality early care and education for all children from birth through age 8, and provides parents eligible for child care subsidies a choice of child care facilities. There are regional offices in Boise, Caldwell, Twin Falls, Pocatello, and Idaho Falls.</p> <p>The subcontracts to Region I - Panhandle Health and Region II - Community Action Agency support referral specialists and child care consultants who conduct provider orientations and technical assistance, professional development, parent education, and community liaison work.</p> <p>IdahoSTARS also provides incentive grants to various programs to provide mentoring and professional development.</p>	Federal \$ FY 2008	<p>Total \$2.16 million</p> <p>AEYC, (\$1.17)</p> <p>Panhandle Health, Region I (\$135,299)</p> <p>Community Action Agency, Region II (\$115,941)</p> <p>Incentive Grants (\$735,961)</p>
				State Funds \$ FY 2008	\$0

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
19 PT	Idaho Project for Children and Youth with Deaf-Blindness <i>Administering Agency:</i> University of Idaho, Center on Disabilities and Human Development	U.S. Department of Education, Office of Special Education, Grant No. H326C080018	The Idaho Project for Children and Youth with Deaf-Blindness provides technical assistance to individuals birth through 21 years of age, diagnosed as having impairments in both vision and hearing or suspected of having such impairments. Project staff provide statewide technical assistance to support parents, service providers, and other agencies in meeting the educational needs of children and youth who are deaf-blind.	Federal \$ FY 2008	\$85,000
				State Funds \$ FY 2008	\$0
				Served in FY 2007	Technical assistance to: 60 children, and 150 teachers, parents, and service providers. Trainings and webinars to: 21 parents, and 209 teachers and service providers.

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
20 PT	Idaho Parent Information Resource Center (PIRC) <i>Administering Agency:</i> Family Advocate Program, Inc. Boise, Idaho	U.S. Department of Education, Office of Innovation and Improvement. CFDA 84.310	The PIRC program provides grants to nonprofit organizations to establish parental information and resource centers. The centers assist parents in helping their children meet state and local standards, provide information on a range of educational programs, help parents coordinate the education of their children with other programs, and integrate early childhood programs with school-age programs. Each grantee is required to use 50% of their funding to serve areas with high concentrations of low-income families and 30% of the funding to operate Parents as Teachers programs or home instruction for preschool children.	Federal \$ FY 2008	\$425,299
				State Funds \$ FY 2008	\$0
				Served in FY 2008	Not reported
21 PT	Early Childhood Information Clearinghouse <i>Administering Agency:</i> Idaho Department of Health and Welfare	U.S Department of Health and Human Services, Maternal Child Health Bureau, Block Grant. CFDA 93.994	This clearinghouse is provides services that include information about young children, with a focus on birth through age eight, links to Idaho programs and worldwide information, current practice and research, and child development information.	This program is funded through the Early Childhood Coordinating Council that is detailed under Program #16 of this Appendix.	

#	Program and Administering Agency	Primary Funding Agency(s)	Purpose and Eligibility	Expenditures / Budget & Number Served	
22 PT	Early childhood and early childhood special education teaching programs <i>Administering Agency:</i> University of Idaho, Boise State University, Idaho State University, Lewis-Clark State College, College of Southern Idaho, and North Idaho College	Funding for this program comes from state of Idaho General Funds and student fees. We are reporting on the Idaho General Funds portion.	These programs prepare teaching professionals with the skills necessary to educate children ages birth to 8 years old. Programs include 1-year and 2-year certificates, 2+-year degrees, 4-year bachelor of science degrees, and master's degrees. Examples of job opportunities after include positions with Head Start, teaching or teaching assistants in public and private schools, child care centers, preschools, or infant and toddler programs. To develop an estimate of the State of Idaho's monetary contribution to these programs, we converted the 380 head counts to full-time equivalents (FTEs) in each program and then multiplied the FTEs by either \$7,705 (universities and 4-year college) or \$4,034 (community colleges), which were the FY 2008 statewide General Fund contributions per FTE. The total state contribution in FY 2008 was \$1.93 million.	Federal \$ FY 2008	\$0
				State Funds \$ FY 2008	\$1.93
				Served in FY 2008	U of I: Head Count, 75 FTEs, 64.96 BSU: Head Count, 110 FTEs, 80.84 ISU: Head Count, 57 FTEs, 41.07 LCSC: Head Count, 40 FTEs, 32.01 CSI: Head Count, 54 FTEs, 28.93 NIC: Head Count, 44 FTEs, 30.37

Appendix D

Responses to the Association of Idaho Cities' Survey

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Reponses to the Association of Idaho Cities' Survey November 2008

Survey Questions Sent to 180 Idaho Cities via e-mail:

1. Please list any child care or early childhood development or education services or programs your city provides to children (generally up to age 5) or their parents.

2. For each program, please specify:

The source of funds, whether federal, state or local,
The cost of each program for the last fiscal year, and
The number of children or adults served yearly by each program.

The survey questions only addressed early childhood development services offered by Idaho cities and did not cover programs offered by school districts, library districts, counties, or other public entities.

Responses from 36 cities (20% of those surveyed):

Caldwell – The city offered preschool, toddler, and bilingual story time sessions. A mix of local and state funds totaling \$5,000 was used to serve 2,817 participants.

Cascade – The Cascade public library offered preschool story time and summer reading programs with \$2,500 in local funds and the Every Child Ready to Read program funded through a grant from the Idaho Commission for Libraries.

Coeur d'Alene – The city library provided 166 story time literacy sessions for children 5 years and younger and their parents. The programs are funded with approximately \$35,000 of local general funds and were attended by 3,291 children and 2,645 parents.

Garden City – The Garden City library offered 18 programs for children under the age of five. The literary services included bilingual story time, toddler tales, summer reading, Bells for Books, Every Child Ready to Learn, and family reading

night. Other programs included chess, a kids concert, music and movement, puppet shows, and baby sign language. Further, programs included visits to Head Start, learning labs, and local elementary schools. Garden City reports program budgets for children under five totaling \$37,025 and serving 10,231 children and parents.

Homedale – The Homedale Public Library offered summer reading (124 participants) and puppet show presentations (74 participants) with \$1,500 of city funds. Additional story time sessions were offered at the cost of \$75 per participant where fifteen children participated.

Mountain Home – The city recreation department offers three programs for children of ages six months to five years and one program for parents of toddlers and pre-schoolers. All programs are funded through combination of participant fees and local funds.

Mullan – The city library offers story time and craft hour once per month. This program was funded with \$450 of local dollars and served 132 children last year.

Nampa – The Nampa public library offered 10 early childhood education programs. Five of these programs were story time sessions for both children and parents and were funded with a combination of local funds, federal funds, and state grant funds from the *Read to Me* program. Other programs included summer reading, early childhood computer learning, daycare visits to the library, library staff visits to Head Start, and one-on-one work with parents and children. The city reports 10,170 children and parents were served.

Parma – The Parma city library offers the *Read to Me* program that is funded by a \$5,000 state grant and serves children ages 3 to 8 and their parents. Sessions are held weekly and approximately 60 children participate each month. The city also offers a twice weekly story time and a summer reading program both funded with local dollars.

Pocatello – The Pocatello Community Recreation Center offers daycare for parents who use the facility at a cost of \$2 per child for 1.5 hours. Last year, 352 children were served. Parents paid \$782 and the city paid \$7,028. The Marshall public library offers three story time programs including training for child care

providers. A total of 5,682 participants were served at a total cost of \$3,232 of local funds.

Shoshone – The Shoshone city library provides the following four programs: Preschool story time, family literacy night, summer reading program, and the young readers' choice award. The total budget includes a mix of local, state, federal dollars totaling \$3,300. The number of participants was not reported.

Wallace - The Wallace city library offers monthly story time and a six-week summer reading program. Program costs are funded with a mix of local, state, and federal dollars.

The following cities responded that they do not offer early childhood development or education programs:

Cottonwood	Midvale
Dayton	Minidoka
Declo	Newdale
Filer	Paul
Hayden Lake	Placerville
Horseshoe Bend	Rathdrum
Idaho City	Reubens
Inkom	Smelterville
Kootenai	Tetonia
Kuna	Weippe
McCammon	Wilder
Melba	Worley

